

Chapter 5:

Growth Policies Plan

RESIDENTIAL COMMUNITY POLICIES

Preservation of strong residential communities was seen in the 2020 visioning process as a means of continuing the high quality of life in the Carmel-Clay Township area. To accomplish this objective, several general policies are presented, followed by more specific policies within high, medium and low-intensity levels.

1.1 GENERAL POLICIES FOR ALL RESIDENTIAL COMMUNITY AREAS

1.1.1

In residential communities, land should be used primarily for residential purposes. Commercial development within residential communities generally should occur only when the commercial use is not of a community or regional serving nature and when the intensity and scale is compatible with surrounding residential uses.

1.1.2

Transitions, in scale and density, should occur between residential communities and community/regional employment areas to facilitate maintenance of neighborhood stability. In areas where zoning changes are requested, such transition shall be encouraged and considered as part of the approval process.

1.1.3

In the platting process of residential areas, the City shall require the preservation of unique landscapes and shall encourage the maximization of public access to features such as hillsides, woodland stands, wetlands and natural drainageways.

1.1.4

Consistent with objectives identified in the 2020 visioning process, the platting process may require for dedication of useable properties for the expansion of the public open space system in the Carmel-Clay area.

1.1.5

The land development process shall provide for development of multiple modes of accessing certain areas of the community. In addition to the auto, this should include development of the pedestrian and bicycle network system as delineated on the Alternative Transportation Thoroughfare Plan Map.

1.1.6

The mapping of Rural Residential and Very Low Density areas in this Comprehensive Plan is not intended to preclude consideration of innovative higher density residential enclaves occurring adjacent to cultural, educational, or neighborhood service centers within Rural Residential and Very Low Density areas provided such were designed so as to serve and enhance the greater community, complement the general architectural theme of the immediate area, and do not generate significant traffic congestion.

1.2 RURAL RESIDENTIAL AREA POLICIES

1.2.1

In certain areas of the township, housing on very large lots shall be encouraged. The area for this very low density housing shall be west of Spring Mill Road.

1.2.2

Rural residential type housing shall not be required to be served by central water or sewer. On-site systems of water supply and wastewater treatment must be able to be approved by the appropriate county health organizations.

1.3 VERY LOW INTENSITY RESIDENTIAL AREA POLICIES

1.3.1

Stable very low-intensity residential areas should be protected from destabilizing forces. No changes will be made through zoning or other public action which are adverse to the character of such areas.

1.3.2

New residential developments of very low-intensity residential areas should be discouraged from being located adjacent to Community/Regional Employment Areas

1.4 LOW-INTENSITY RESIDENTIAL AREA POLICIES

1.4.1

Cluster style development in low-intensity residential areas is encouraged when:

- traditional single lot platting results in the destruction or modification of a major environmental feature such as a hillside, significant stand of trees or creek bank, and
- the increased intensity in a particular area of the site in the cluster area has a compatible transition with adjacent traditional low-intensity areas, and
- a homeowners association is established to be responsible for common areas, or
- The overall density of the cluster development, including its undeveloped or common areas, should not exceed the permitted density of the underlying zoning.

1.4.2

Low-intensity neighborhoods should be served by and be accessible to:

- neighborhood commercial centers
- parks or playgrounds and
- schools
- bicycle and/or pedestrian trails
- fire, police, public safety

1.5 MEDIUM-INTENSITY RESIDENTIAL AREA POLICIES

1.5.1

Medium-intensity residential areas may be permitted where regional access is directly available by virtue of the fact that the development site is directly adjacent to a least a collector roadway

1.5.2

The predominant site access to medium-intensity residential areas should not directly utilize minor streets which pass through low-intensity residential areas.

1.5.3

Medium-intensity residential areas should be adequately buffered from rural residential, very low or low-intensity residential areas through the existence of at least one of the following:

- main roads
- public and institutional buildings
- open spaces
- landscaping and screening

1.5.4

Medium-intensity residential areas should be served by and be accessible to nearby:

- neighborhood commercial centers
- parks or playgrounds and
- schools
- bicycle and/or pedestrian trails
- police, fire, and public safety

1.5.5

Medium-intensity residential development should be encouraged along the edges of residential communities and community/regional employment centers, except where existing low-intensity residential development is stable.

1.6 HIGH-INTENSITY RESIDENTIAL AREA POLICIES

1.6.1

High-intensity residential development shall be encouraged to occur:

- in and adjacent to the CBD, or
- along the edge of residential community areas adjacent to high- or medium-intensity commercial areas, or
- as part of intensive mixed-use projects.

1.6.2

High-intensity residential areas shall only be encouraged where regional access is directly available by virtue of the fact that the development site is adjacent to at least a secondary arterial or secondary parkway.

1.6.3

Access to high-intensity residential areas from the regional serving roadways should not pass through low-intensity residential areas.

1.6.4

High-intensity residential areas should be adequately buffered from medium-intensity residential areas through the existence of at least one of the following:

- main roads
- public and institutional buildings

-
- open space
 - landscaping and screening

1.6.5

High-intensity residential areas should be served if possible, by and accessible to nearby:

- neighborhood commercial centers
- parks or playgrounds
- schools
- bicycle and/or pedestrian trails
- police, fire and public safety

1.6.6

High-intensity residential areas should generally not occur directly adjacent to low or very low-intensity residential areas.

1.7 NEIGHBORHOOD-SERVING COMMERCIAL POLICIES

1.7.1

Neighborhood-serving office and retail uses should be located in residential community areas. These uses should be of an intensity and scale compatible with surrounding residential uses.

1.7.2

New neighborhood-serving commercial areas should generally have the following access characteristics:

- the site is at the intersection of at least a principal arterial or parkway and a collector; or
- other locations where access is adequate for the use and does not adversely affect the surrounding residential neighborhood.

1.7.3

Retail/commercial rezoning requests in a residential community shall be evaluated based in part on the existence of comparable retail facilities.

1.7.4

Neighborhood-serving commercial establishments shall be adequately buffered from low-intensity residential areas through the existence of at least one of the following:

- main roads
- public and institutional buildings

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- open space
 - landscaping and screening
 - sensitive site design

1.7.5

Neighborhood commercial areas shall be locations of varied community activity for the neighborhoods they serve.

1.7.6

Pedestrian and bicycle access to neighborhood commercial areas should be available from adjacent residential areas where possible, consistent with the Alternative Transportation Thoroughfare Plan.

Figure 1
Carmel Clay Township Proposed Growth Policies Residential/Community Areas

INTENSITY LEVEL	CHARACTER	AREA DESIGNATION	ADJACENCY	REGIONAL ACCESS	SUPPORT CIRCULATION	INFRASTRUCTURE SUPPORT	TRANSITION TO REG/COMM EMP AREAS
Neighborhood Commercial	Nbhd. scale retail. Center is 100k sq. ft. max on 10 or less acres	Residential Community or Regional/Community Employment Area	Site could be within residential comm areas. Design is compatible, buffering adj. prop is mandatory	Site is at intersection of principal arterial or parkway and collector	Site has direct access to reg access without any traffic intrusion into adj nbhds.	Water, sewer, drainage adequately in place or planned as part of development	Buffered from adjacent res. devel by all of the following: - scale of bldg design - landscaping of adj properties, loading
High Intensity	Greater than 5 d.u.s per acre. Typically of a townhouse or multi-family building form.	Residential Community or Regional/Community Employment Area	Could serve as a transition use between Reg/Comm Emp Area and medium or low intensity residential areas	Site is adjacent to at least a secondary arterial or secondary parkway	Access to site directly from regional access.	Water, sewer, drainage adequately in place or planned as part of development	Buffered from any Reg/Comm Emp. areas by at least one: - arterial or parkway - public/inst. bldg. - dedicated open space - transition density - scale of design
Medium Intensity	Moderately dense single family detached building form between 3 and 5d.u.s per acre	Residential Community	Could serve as transition use between low density comm/CBD/nbhd comm uses and low or very low density single family	Site is adjacent to at least a collector road.	Access to site directly form regional access	Water, sewer, drainage adequately in place or planned as part of development	Buffered from lower intensity Reg/Comm areas by at least one: - collector - public/inst. bldg. - dedicated open space - transition density - scale of design
Low Intensity	Low density single family detached building form between 1.3 and 3.0 d.u's per acre	Residential Community	Could serve as transition use between medium intensity residential and very low intensity res. or as buffer between low int reg emp., nbhd comm, CBD and very low intensity residential	No regional accessibility required	Standard hierarchy of access necessary to serve development	Water, sewer, drainage adequately in place or planned as part of development	Buffered from CBD or Nbhd comm areas by at least one: - collector - public/inst. bldg. - dedicated open space - transition density - scale of design
Very Low Intensity	Low density single family detached building form between 1.0 and 1.3 d.u's per acre	Residential Community	Never adjacent to any Regional / Community Employment areas	No regional accessibility required	Standard hierarchy of access necessary to serve development	Water, sewer, drainage adequately in place or planned as part of development	Buffered from Nbhd comm areas by at least one: - collector - public/inst. bldg. - dedicated open space - transition density - scale of design
Rural Residential	Estate type housing on lots with at least one acre of land	Residential Community	Never adjacent to any Regional / Community Employment areas	No regional accessibility required	Standard hierarchy of access necessary to serve development	No central water or sewer required	Never adjacent to Reg/Comm Emp areas

COMMUNITY/REGIONAL EMPLOYMENT AREA POLICIES

The City of Carmel and Clay Township have a goal of encouraging broad-based economic development to retain their healthy, economic positions in the metropolitan area. The following policies are intended to provide for that controlled quality growth.

2.1 GENERAL POLICIES FOR ALL COMMUNITY/REGIONAL EMPLOYMENT AREAS

2.1.1

Community and regional serving retail, office and industrial uses shall be located only in community/regional employment areas.

2.1.2

Residential uses are only generally encouraged in community/regional employment areas when they are part of a mixed-use project, adjacent to the CBD, or on the fringe between community/regional employment centers and residential communities.

2.1.3

Adequate buffering, including landscaping, density, and scale transition between community/regional employment areas and residential communities shall be encouraged.

2.1.4

The City shall encourage nodal, versus strip or scattered site development, in community/regional employment areas by strengthening access control guidelines.

2.1.5

In the platting process of proposed developments within community/regional employment areas, the City shall require the preservation of unique landscape features and should attempt to maximize public access to environmental features such as hillsides, woodland stands, wetlands and natural drainageways.

2.2 OLD TOWN/CENTRAL BUSINESS DISTRICT POLICIES

2.2.1

Street oriented retail and office uses should continue to be encouraged in the core area of the Old Town /CBD.

2.2.2

Development regulations shall allow more dense development in the CBD than in other areas of the City and Township.

2.2.3

The community should continue to encourage incentives for adaptive reuse of the buildings in the area of Main and Rangeline.

2.2.4

High intensity housing should occur within the Old Town/CBD and adjacent to this area.

2.3 U.S. 31 CORRIDOR COMMUNITY/REGIONAL EMPLOYMENT AREA POLICIES

2.3.1

High intensity office development shall be encouraged to locate in the U.S. 31 Corridor community/regional employment areas.

2.3.2

Retail and other commercial uses shall only be considered in this corridor as an ancillary use to the office development. Any free-standing retail and commercial uses should be located away from the frontage of the roadway

2.3.3

The highest intensity of office development shall be encouraged where access to U.S. 31 is greatest. This includes those areas at the intersection of U.S. 31 and a Primary Arterial or Primary Parkway.

2.3.4

Direct area access from U.S. 31 or a service road of U.S. 31 must be available to the development site. Major access to the development site through rural residential, very low, low- or medium-intensity residential areas should not be permitted.

2.3.5

U.S. 31 corridor uses should be buffered or provide transition from high, medium, and low intensity community/regional employment areas through one of the following:

- main roads
- public and institutional buildings
- dedicated open space
- landscape buffering

2.3.6

New U.S. 31 corridor developments when located directly adjacent to low and very low-intensity residential communities, shall provide buffering and or transition to minimize negative impacts.

2.3.7

A residential proximity slope equating the height of office buildings based upon a distance from residential community areas should be established in the Subdivision Regulations.

2.3.8

Uses in this corridor shall be encouraged to connect with other modes of transportation (e.g.: pedestrian, bicycle, bus, auto, etc.).

2.3.9

Cooperative public/private actions to improve urban design, landscaping and other amenities that will enhance the competitive posture of high-intensity nodes throughout the Carmel/Clay area should be encouraged.

2.3.10

Uses in this corridor should be adequately buffered or provided transition from residential communities through the existence of at least one of the following:

- freeways
- public and institutional buildings
- dedicated open space
- landscape buffering

2.4 HIGH INTENSITY COMMUNITY/REGIONAL EMPLOYMENT AREA POLICIES

2.4.1

Intense levels of retail and commercial development shall be encouraged to locate in high-intensity Community/Regional Employment areas.

2.4.2

High-intensity commercial developments shall only be located in community/regional employment areas where regional access is available to the site by virtue of the fact that the development site is located at the intersection of an expressway and a principal arterial or principal parkway.

2.4.3

Direct area access from regional transportation systems must be available to high-intensity commercial nodes. Major access to the high intensity regional employment area should be discouraged through very low, low- or medium-intensity residential areas.

2.4.4

High-intensity community/regional employment areas should be buffered or provide transition from medium, low-intensity commercial areas through one of the following:

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- main roads
 - public and institutional buildings
 - open space; and
 - landscaped bufferyards

2.4.5

New high-intensity commercial developments should be discouraged from locating directly adjacent to rural, low and very low-intensity residential communities.

2.4.6

High-intensity commercial nodes shall be encouraged to connect with other public multi-modal transportation systems (e.g.: pedestrian, bicycle, bus, auto, etc.), consistent with the Alternative Transportation Thoroughfare Plan.

2.4.7

Cooperative public/private actions to improve urban design, landscaping and other amenities that will enhance the competitive posture of high-intensity nodes throughout the Carmel/Clay area should be encouraged.

2.4.8

High-intensity commercially developed areas should be adequately buffered or provided transition from residential communities through the existence of at least one of the following:

- freeways
- public and institutional buildings
- open space; or
- high- or medium-intensity residential uses developed on the edge.

2.4.9

Freestanding mid-rise office and regional serving retail should be encouraged to locate only in high-intensity community/regional employment areas.

2.5 MEDIUM-INTENSITY COMMUNITY/REGIONAL EMPLOYMENT AREA POLICIES

2.5.1

Medium-intensity commercial developments shall only be located in community/regional employment areas where regional access is available to the site by virtue of the fact that the development site is located at the intersection of an expressway and a secondary arterial or parkway.

2.5.2

Direct area access from regional transportation systems must be available to medium-intensity commercial nodes. Major access to the high intensity regional employment area should not be permitted through very low, low- or medium-intensity residential areas.

2.5.3

Medium-intensity commercial developments without adequate transition or buffering should be discouraged from locating directly adjacent to rural, low or very low-intensity residential areas.

2.5.4

Medium-intensity commercial developments should be buffered or be provided transition from residential community areas through the existence of-

- at least a major thoroughfare or freeway; or
- public and institutional buildings; or
- open space; or
- high- or medium-intensity residential uses developed on the fringe between the medium-intensity commercial area and a residential community area.

2.5.5

High-intensity commercial developments should only be permitted in medium-intensity community/regional employment areas when the following characteristics exist:

- direct access from the site to an expressway is available
- the high-intensity development site is adequately buffered.

2.6 LOW-INTENSITY COMMUNITY/REGIONAL EMPLOYMENT AREA POLICIES

2.6.1

Low-rise garden office and community-serving retail shall be encouraged to locate in low-intensity community/regional areas

2.6.2

Low-intensity commercial areas should only be located where regional access *is* available; including, the intersection of at least a principal arterial, or parkway, and secondary arterial or parkway.

2.6.3

Direct area access from regional thoroughfare systems must be available on a major thoroughway and must not have to pass through residential community areas on minor streets.

2.6.4

Low-intensity commercial developments should be buffered from residential communities through the existence of at least one of the following:

- a divided secondary thoroughfare
- public and institutional buildings
- open space
- scale of design

2.6.5

Medium- and high-intensity commercial developments should only be permitted in low-intensity Community/Regional Employment areas when the following characteristics exist:

- regional access consists of at least direct access from the site to an expressway.
- the high- and medium-intensity development site is adequately buffered

2.6.6

Industries, warehouses and commercial uses necessary to support such areas shall be located within low intensity community/regional employment areas. Office support facilities for such developments shall be considered a secondary use.

2.6.7

The community should encourage the concentration of industrial warehouse developments in low intensity community/regional employment areas through :

- zoning decisions; and
- concentrated economic development

Figure 2
Carmel/Clay Township Proposed Growth Policies Regional/Community Employment Areas

INTENSITY LEVEL	CHARACTER	AREA DESIGNATION	ADJACENCY	REGIONAL ACCESS	SUPPORT CIRCULATION	INFRASTRUCTURE SUPPORT	TRANSITION TO RESIDENTIAL COMMUNITIES
U.S. 31 Corridor	Offices greater than 5 fl Eg. Thomson Elec.,	Regional/Community Employment Area	Not adjacent to low density residential	Site is adjacent to expressway and principal arterial or principal parkway	Access to site directly from regional access.	Water, sewer, drainage adequate to serve site	Buffered from residential commercial by at least one: - expressway/principal arterials - public/institutional building - dedicated open space - transition density
High Intensity	Regional Retail greater than 250k sq. ft , intense commercial	Regional/Community Employment Area	Not adjacent to low density residential	Site is adjacent to expressway and principal arterial or principal parkway	Access to site directly from regional access.	Water, sewer, drainage adequate to serve site	Buffered from residential commercial by at least one: - expressway/principal arterials - public/institutional building - dedicated open space - transition density
Medium Intensity	Community retail greater than 100k sq. ft. Low to mid rise office 3 - 5 floors Eg. Meridian Villages, Graves Office Bldg.	Regional/Community Employment Area	Could be adjacent to low density residential if adequate buffer, transition	Site is adjacent to expressway and secondary arterial or secondary parkway	Access to site is directly from regional access.	Water, sewer, drainage adequate to serve site	Buffered from residential commercial by at least one: - expressway/principal arterials. - public/institutional building - dedicated open space - transition density - scale of bldgdesign
Low Intensity	One to two story offices Office/showroom flex space, indus. warehouse Eg. Carmel Science and Technology Park	Regional/Community Employment Area	Could be adjacent to low density residential if adequate buffer, transition	Site is adjacent to principal arterial or parkway and secondary arterial or parkway	Access to site directly from regional access	Water, sewer, drainage adequately in place or planned as part of development	Buffered from residential commercial by at least one: - princ. arterial/pkwy - public/institutional building - dedicated open space - transition density - scale of bldg design
Central Bus. District	Downtown area of Carmel in vicinity of Rangeline and Main St.	Regional /Community Employment Area	Is adjacent to residential. Development should be pedestrian scale. Building frontage to street	Sites have access to Rangeline or Main St.	Access to site could be from collector connecting into Rangeline or Main	Water, sewer, drainage adequately in place or planned as part of development	Buffered from residential commercial by at least one: - scale of bldg. design - landscaping of rear parking
Neighborhood Commercial	Nbhd. scale retail. Center is 100k sq. ft. max on 10 or less acres	Residential Community Area	Site is within resid. comm areas. Design is compatible with adjacent scale. Buffering of rear lot line with adjacent res. is mandatory	Site is at intersection of principal arterial or parkway and collector	Site has direct access to regional access without any traffic intrusion into adjacent nbhds.	Water, sewer, drainage adequately in place or planned as part of development	Buffered from adjacent residential commercial by all of the following: - scale of bldg. design - landscaping of rear parking, loading